

DOCUMENT RESUME

ED 357 184

CE 063 563

TITLE Adult Education and Literacy. Annual Report. Fiscal Year 1991.

INSTITUTION Illinois State Board of Education, Springfield.

PUB DATE 91

NOTE 39p.

PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC02 Plus Postage.

DESCRIPTORS Adult Basic Education; *Adult Education; Adult Literacy; Cost Effectiveness; Educational Finance; Federal Government; Federal Legislation; Government Role; *Literacy Education; Program Effectiveness; Program Evaluation; State Government; State Legislation; *State Programs; *Statewide Planning; Undocumented Immigrants; Welfare Recipients

IDENTIFIERS *Illinois

ABSTRACT

This annual report concerning adult education and literacy in Illinois during Fiscal Year 1991 first defines the purpose of adult education, which is to provide adults having less than a high school education with continuing opportunities to function more effectively in society. A section on administration considers state, federal, public assistance, and local roles. The Immigration Reform and Control Act is considered in terms of the State Legalization Impact Assistance Grant (SLIAG) designed to help the states with the costly process of legalizing millions of undocumented individuals through enabling new immigrants to meet the basic literacy requirements needed for permanent status. Illinois' comprehensive SLIAG adult education program is highlighted in this section. Other sections discuss available curricula, purpose of Area Planning Councils, and interagency cooperation. Narrative, figures, and tables provide a profile of participants. Focuses of other sections include the following: General Educational Development Testing Program and outcomes; funding from federal adult education funds, public assistance funds, and state funds; auxiliary services, including staff development, child care, special projects, transportation, literacy project initiatives, and information, referral, and retention. The program approval process is described, and results showing the impact of Illinois' adult education program are set forth. A chart on cost effectiveness of adult education show the number of persons affected, income earned, and savings to state for categories of adult education learners. Issues are summarized, and these recommendations made: identification of indicators of program quality, expansion of services to educationally disadvantaged, expansion of family literacy projects, expansion of cooperation and coordination in areas of student assessment and employability planning, and improved data collection. (YLB)

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Purpose of Adult Education

Adult education programs funded through the Illinois State Board of Education provide adults who have less than a high school education with continuing opportunities to acquire the basic skills necessary to function more effectively in society.

Through these programs a student may

- ◆ acquire the reading, writing, and arithmetic skills needed to obtain or advance in a job;
- ◆ meet pre-entrance requirements of vocational training programs;
- ◆ study to pass the General Educational Development (GED) test, a nationally recognized test for a Certificate of High School Equivalency;
- ◆ attain entry-level employment skills;
- ◆ obtain the skills needed to become a functional and contributing member of society and a wiser consumer;
- ◆ learn English as a Second Language;



- ◆ earn high school credits toward a high school diploma; and
- ◆ obtain an alternative high school diploma.

The Illinois Adult Education Program operates under the provisions of the State Adult Education Act (Public Act 82-998) and Section 10-22.20 of *The School Code of Illinois*. It is also guided by the Federal Adult Education Act, Public Law 100-297, as amended.

Programs are provided free or at minimal cost to students who qualify under the existing laws. The rationale underlying this philosophy is that those adults who need basic education most can least afford to pay for it.

Administration

State Role

The authorizing state legislation may be found in Public Act 82-998, which was amended and approved December 12, 1983. The purpose of the Act is "to establish special classes for the instruction of (1) persons of age 21 years or over and (2) persons less than age 21 and not otherwise in attendance in public school, for the purpose of providing adults in the community and youths whose schooling has been interrupted with such additional basic educational, vocational skill training, and other instruction as may be necessary to increase their qualifications for employment or other means of self-support and their ability to meet their responsibilities as citizens including courses of instruction regularly accepted for graduation from elementary or high schools and for Americanization and General Educational Development Review classes."

The Illinois State Board of Education through the Department of Adult, Vocational and Technical Education is responsible for the administration of adult education programs by providing technical assistance and by monitoring and evaluating each program.

With the advent of the literacy initiative, it has also become a role of the Illinois State Board of Education to administer literacy projects. Separate requests for proposals are approved and funded to assure the instruction of those with very low-level reading abilities. Projects are funded for family literacy, workplace literacy, and literacy/volunteerism.

Federal Role

The federal role is set forth in the Adult Education Act, Public Law 100-297. It is the purpose of this act to "expand educational opportunities for adults and to encourage the establishment of programs of adult education that will

- (1) enable all adults to acquire basic skills necessary to function in society;
- (2) enable adults who so desire to continue their education to at least the level of completion of secondary school; and
- (3) make available to adults the means to secure training that will enable them to become more employable, productive, and responsible citizens."

Congress annually appropriates funds, and the U.S. Department of Education requires submission of a state plan which reflects the intent of the law.

Another source of federal funds is the Immigration Reform and Control Act (IRCA). Pursuant to Public Law 99-603, the Immigration Reform and Control Act of 1986, the State Superintendent of Education is authorized to allocate State Legalization Impact Assistance Grant (SLIAG) funds to local education agencies and other public and private not-for-profit organizations for the purpose of providing adult educational services to Eligible Legalized Alien (ELA) immigrants recently legalized under the act. For the purpose of adult education, a client must be sixteen years of age or older, must receive instruction and services at the secondary level or below, and must not be currently enrolled in a regular educational program (K-12).

To be eligible for services, a client must have been awarded lawful temporary residency or permanent residency by the U.S. Immigration and Naturalization Service (INS). Such adjustment to lawful status is authorized by Sections 245A, 210, or 210A of the Immigration and Nationality Act, as amended by the Immigration Reform and Control Act of 1986. Clients are eligible for SLIAG services for five years from the date of achieving temporary residency.

Services authorized for funding under the provisions of the application are

- ♦ instruction in basic skills to enable adults to function effectively in society (including the ability to speak, read, and write the English language);
- ♦ instruction leading to the equivalent of a certificate of graduation from a school providing secondary education;
- ♦ instruction for adults with limited-English proficiency;
- ♦ instruction in citizenship skills; and
- ♦ ancillary services such as counseling, child care, and transportation.

Public Assistance Role

Since July 1963, the Department of Public Aid and the Illinois State Board of Education have engaged in providing education and employability development training for recipients of public assistance.

Services are provided in accordance with the Illinois Administrative Code, Title 89, Chapter 1, Part 112.70, Subpart C. Funds are made available from the General Revenue Fund or from public funds certified as representing expenditures for services eligible under the Project Chance Initiative. Some of the latter are eligible for appropriate federal reimbursement under the Job Opportunity Basic Skills (JOBS) Program.



Local Role

A major priority of the state is to provide statewide accessibility to those who desire and can benefit from adult education programs. To accomplish this, classes were offered at 3,181 sites by 86 programs. Close cooperation among agencies resulted in programs being offered in locations which were within a reasonable distance of the participants' homes, thus reducing transportation costs and encouraging participation.

A local plan for administration, supervision, and expenditures is included for each program approved by the Illinois State Board of Education. Expenditure priorities are given to those program priorities cited in the state plan, while each budget line item is approved to ensure the optimal use of available resources for direct instruction.

State and federal laws authorize services for individuals who (1) are at least sixteen years old, (2) do not have a high school diploma or have not achieved an equivalent level of education, and (3) are not currently enrolled in school.

Figure 1

Allocations by Funding Source

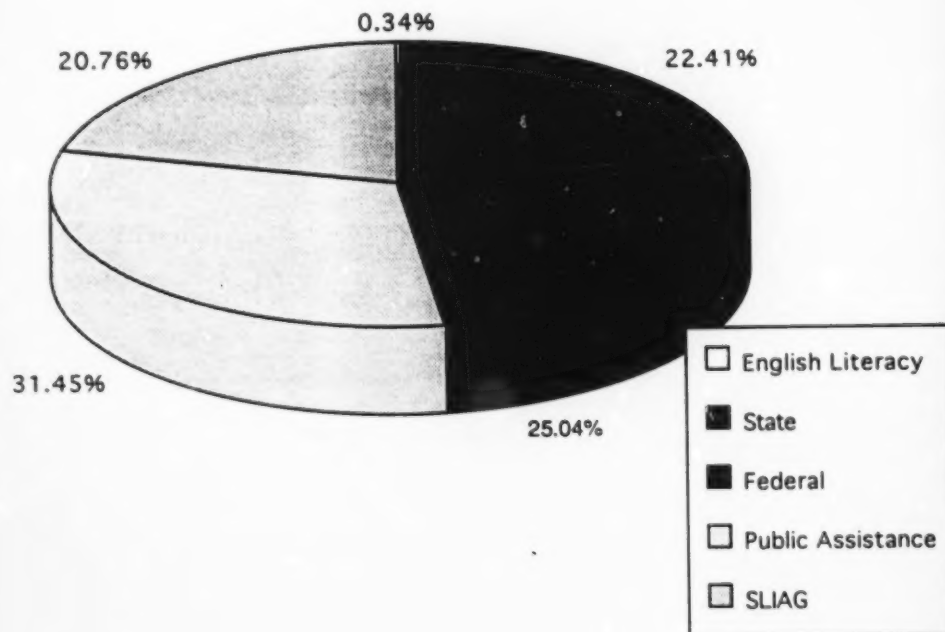
English Literacy
.34%

State
22.41%

Federal
25.04%

Public
Assistance
31.45%

SLIAG
20.76%



Immigration Reform and Control Act

The Immigration Reform and Control Act of 1986 (IRCA) authorized the State Legalization Impact Assistance Grant (SLIAG) to reimburse some of the costs to states associated with the process of legalizing millions of undocumented individuals. Eligible immigrants seeking permanent legal status under IRCA are required to demonstrate progress toward acquiring basic English literacy and an understanding of U.S. history and civics. The majority of the newly legalized immigrants have had little education in their native countries and none in the United States. They are eligible for SLIAG funded classes for five years after applying for legalization.

Illinois has responded to this need by establishing a comprehensive SLIAG adult education program. Forty-four Illinois service providers served approximately twenty thousand students in FY91. Nearly one-hundred thousand eligible immigrants have utilized SLIAG education services since the start of the program in March of 1989. The SLIAG education program in Illinois is one of the largest in the nation.

Funds are distributed to service providers through the Prime Contractor, the Jewish Federation of Metropolitan Chicago. Service providers include community

colleges, public school districts, community-based organizations, social service agencies, and private colleges. Twenty-four of the agencies are located in Cook County, where the majority of the service population resides. The remaining twenty are located in suburban Chicago and other communities throughout the state.

In 1989, the primary focus of the education program was providing the English/Civics course required to meet the legalization requirement. Over the past two years, as most students have fulfilled this requirement, a trend toward greater participation in continuing education classes has occurred. Continuing education offerings include all levels of English As a Second Language, GED in English and in Spanish, Literacy, and short-term life skills courses. As students take an active interest in pursuing their studies, average attendance has risen from fifty hours per student in 1989 to seventy-five hours per student in 1991.

The SLIAG education program is available through FY92. By reaching out to newly legalized immigrants with free, accessible services, the SLIAG program has introduced a new population of adult learners to the educational system in Illinois.

Available Curricula

Adult education programs provide instruction in the following areas: literacy and adult basic education (comparable to elementary grades), adult secondary education, including preparation for the General Educational Development (GED) Test, high school credit courses, and vocational training for entry-level employment.

Other areas covered are life-coping skills, citizenship training for immigrants, English as a Second Language, job-seeking skills, and classes for public aid recipients to prepare them for employment.



Area Planning Councils

Public Act 82-998 mandates the establishment of area planning councils and requires that planning be accomplished at a regional level. The boundaries of the community college districts serve as Area Planning Council boundaries. Any potential provider (public school, community college, or Educational Service Region) must be a member of the Area Planning Council. The purpose of the councils is to plan for the development and coordination of adult education programs in the area. As the concept matures, the purpose will be enhanced and refined eventually to provide all the services that were originally meant to be available.

An annual plan, which must be approved before individual providers may apply for funds, is submitted to the State Board.

In many parts of the state, Area Planning Councils have become an active part of the Education for Employment plan. The concept, begun in Adult Education, is becoming a model for efficient and effective educational delivery of services.

Interagency Coordination

The Adult Education Section is continuing to work closely with the Secretary of State's Literacy Office, the Department of Public Aid, the Department of Commerce and Community Affairs, the Illinois Community College Board, and the Immigration and Naturalization Service to coordinate all services to the adult student and eliminate duplication of services.

Linkages have also been established with other sections within the State Board of Education. Sites that have been established for programs such as Truants Alternative, Pre-Kindergarten, and Building Opportunity are all coordinating their efforts with adult education to work with both the parent and child.

As the number of adults needing education and training continues to rise, the support services that they require continue to grow. The need for education for employees is becoming more dominant, which increases the need for cooperation at the local level between employers and educational agencies. More community-based organizations are becoming involved in offering services through the SLIAG Program. Such involvement has further increased the need for coordination at the local level.

Profile of Participants

Enrollment by Fiscal Year

A total of 111,675 adults were enrolled in Illinois adult education programs in Fiscal Year 1991. A total of 746,958 units of instruction* were generated by thirty-seven public schools, thirty-nine community colleges, and nine Educational Service Regions. The following table shows the number of adult education programs and the pattern of enrollment for the most recent six fiscal years.

Table 2 illustrates the breakdown of the enrollment in adult education programs by race, sex, age, and selected ethnic groups. The typical adult education student is female, twenty-five to forty-four years old, and white. She is unemployed, lives in an urban area, and completes the program.

*Unit of instruction = 15 contact hours

Table 1

Programs and Enrollment by Fiscal Year

Fiscal Year	Programs	Enrollment
1986	92	111,053
1987	92	118,268
1988	88	104,730
1989	88	101,783
1990	86	108,229
1991	85	111,675

Table 2

Participation by Race, Age, Sex, and Ethnicity

Age		16-20	21-24	25-44	45-59	60 & older	Total
Native American	M	56	33	96	13	1	199
	F	59	26	117	30	6	238
Black	M	3,221	1,768	4,371	711	172	10,243
	F	3,358	1,775	6,194	1,335	292	12,954
Asian or Pacific Islander	M	404	421	1,584	455	229	3,093
	F	407	520	3,527	806	300	5,560
Hispanic Origin	M	5,327	5,385	9,018	1,001	193	20,924
	F	3,131	3,260	8,217	1,392	278	16,278
White	M	6,084	2,470 [*]	6,601	1,618	580	17,353
	F	6,021	3,485	11,262	2,929	1,136	24,833
Total	M	15,092	10,077	21,670	3,798	1,175	51,812
	F	12,976	9,066	29,317	6,492	2,012	59,863
Male and Female		28,068	19,143	50,987	10,290	3,187	111,675*

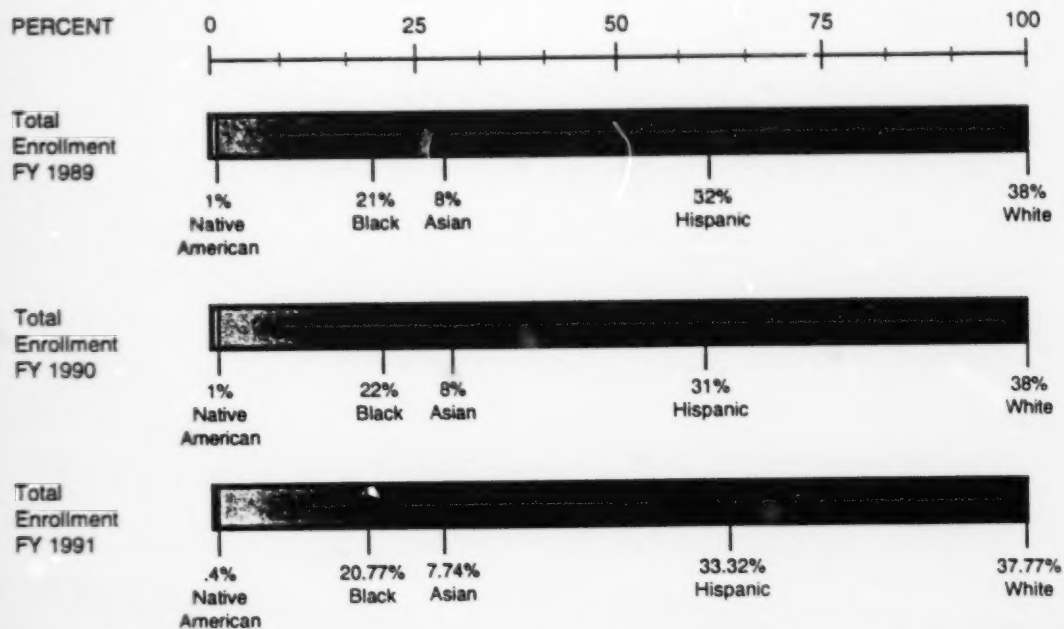
*Does not include those served through the literacy initiative or SLIAG.

Figure 2

The following graph illustrates the ethnic percentage of students served for the last three years.

They have remained fairly constant during this time period. From FYs 89-91, minorities comprise sixty to sixty-three percent of the total served.

Comparison of Ethnic Background FYs 89-91



Enrollment by Level and Race

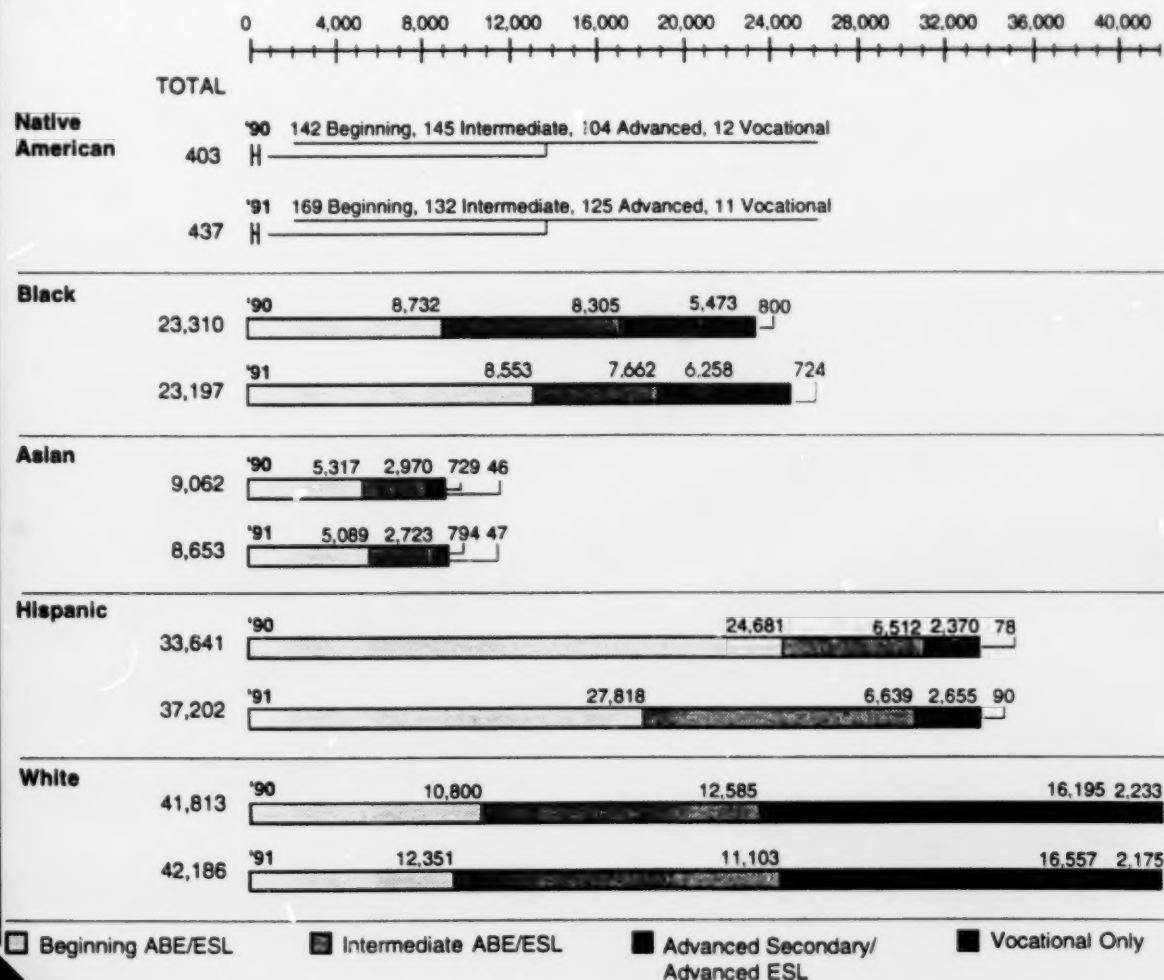
In FY 1991, seventy-four percent of the participants were Level I (basic skills/ESL) and twenty-six percent were Level II (adult secondary/advanced ESL) participants upon entering the adult education program. The percentage of ESL (English as a Second Language) students over the last two years has remained constant.

The following figure illustrates the course of study of adult education students by race over the last two years.



Figure 3

Enrollment by Level and Race (FYs 1990-91)



Program Locations

Classes were offered at 2,989 satellite centers by eighty-five primary providers. Area planning councils have coordinated their efforts to make classes available and accessible to all who desire them. Classes were held in

locations such as churches, work sites, hospitals, libraries, learning centers, institutions for the handicapped, correctional centers, and other facilities. Enrollment by type of site for FY 1991 is shown in the following table.

Table 3

Enrollment by Site

Type of Site	Number of Participants	Number of Sites
Elementary School	7,261	106
Secondary School	21,070	527
Community College	32,839	314
Learning Center	14,493	102
Correctional Institution	2,838	27
Work Site	651	26
4-Year College	2,121	7
Home or Home-Based	128	124
Institution for Handicapped	1,100	68
Community-Based Organization Center	2,981	163
Library	1,930	54
Other Locations (such as church, and hospital)	24,263	1,471
Total	111,675	2,989

Primary Provider Locations

KEY



Public school



Community college



Educational Service Region



General Educational Development (GED)

GED Testing Program

The General Educational Development (GED) Testing Program has become a significant means for adults to acquire a high school education equivalency. A total of 768,618 individuals completed the test during 1990. The tests are used in all fifty states, many Canadian provinces, and the U.S. territories.

During 1990, the GED Tests were administered nationally to 727,285 adults. As a result of testing conducted at more than 2,669 testing locations in the United States, 439,295 examinees earned scores that qualified them for an equivalency credential. Approximately seventy percent of the examinees who completed the test battery in 1990 earned scores sufficient to qualify for the equivalency credential awarded by their state, province, or territory.

The average age of 1990 examinees was twenty-seven years. Approximately 12.3% of the examinees were nineteen or younger, while about 6.8% were forty or older. About fifty-six percent of those tested reported that they were planning to continue their education or training beyond the high school level.

Since 1971, the GED Testing Program has enabled nearly six million adults to obtain formal recognition of educational development through their attainment of a high school equivalency credential. These credentials satisfy requirements of more than ninety percent of the colleges and universities and most employers for a secondary-level credential.

The Illinois State Board of Education maintains seventy-four test sites in the state to ensure statewide accessibility for GED students. In Illinois, 15,958 individuals passed the GED Test in 1990.*

Since 1942, over ten million adults have earned a high school equivalency credential. Annually, GED graduates comprise about twelve percent of the high school diploma recipients in the United States.

Many states have concluded that money spent for GED instructional and testing programs pays off in terms of increased tax revenues and decreased public aid. Maryland, for example, estimates that it receives about \$10 of increased income taxes per GED graduate for each \$1 of state funds invested in GED programs.

The results of nationwide follow-up studies of GED graduates suggest that many of the examinees' expected benefits are realized after

passing the test. A majority of successful examinees indicate that passing the GED clearly leads to greater employment and educational opportunity. GED graduates regularly report salary increases, greater acceptance in education and training programs, and a variety of other expected benefits.

Tables 4 and 5 provide GED information for calendar year 1990.

*As reported by the American Council on Education.

Table 4

**GED Data
(January — December 1990)**

	Number of GED Centers in Operation	Number of Persons Tested in 1990	Number of Persons Passing in 1990	Percent of Persons Passing in 1990
Illinois	74	27,527*	15,958	58%
United States	2,669	727,285*	439,295	60.4%

*Completed the entire GED battery.

Table 5

**Number of Persons Served and Type of Test Used
(January — December 1990)**

	English	Spanish	French	Audio Cassette	Braille	Large Print
Illinois	27,527	888	0	13	0	37
United States	727,285	32,939	1,566	386	12	969

Funding

Funds for adult education programs are derived from three sources: federal adult education funds, public assistance funds, and state funds.* Federal regulations require maintenance of effort from state and local sources and, in 1991, a twenty percent state match of federal funds.

For Fiscal Year 1991, the Illinois adult education program expended a total of \$25,075,788 from the following sources:

State Funds	\$7,121,774
Federal Funds	\$7,956,099
Public Assistance Funds	\$9,997,915

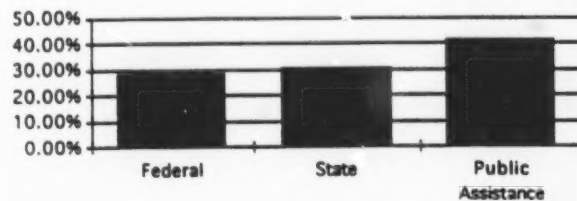
*This does not include the funds from SLIAG.

Figure 4

**Adult Education Expenditures in Illinois
Fiscal Years 1989-1991**

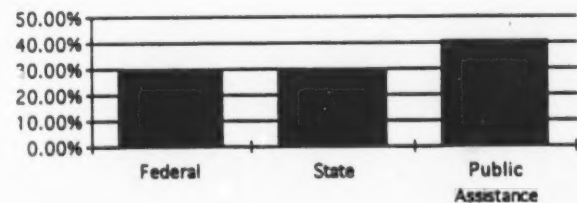
1989

Federal	\$5,490,890	28.40%
State	\$5,828,956	30.14%
Public Assistance	\$8,016,406	41.46%



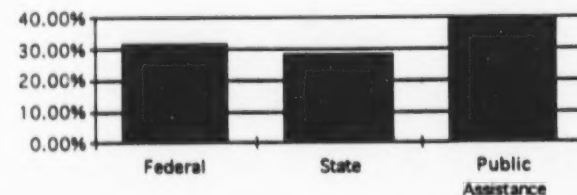
1990

Federal	\$6,736,181	29.89%
State	\$6,644,699	29.48%
Public Assistance	\$9,158,083	40.63%



1991

Federal	\$7,956,099	31.73%
State	\$7,121,774	28.40%
Public Assistance	\$9,997,915	39.87%



Adult Education Funding by Purpose

Funding to local program providers is based upon state and federal priorities identified in the Illinois Program Plan for Adult Education. The highest priority is the provision of services to those least educated and most in need of education. Support activities, although important, receive less emphasis and, consequently, a lower level of funding.

Figure 5 shows the use of Fiscal Year 1991 state and federal funds according to their purpose.

Direct instruction was allotted 75.68% of the funds, while 24.32% was committed to support services that are essential to the instructional process, student participation, and the quality of programs.

The dollars for literacy/volunteerism projects (\$1,734,753), while not directly instructional, fund the training and coordination of literacy volunteers who provide additional tutoring services to adults.

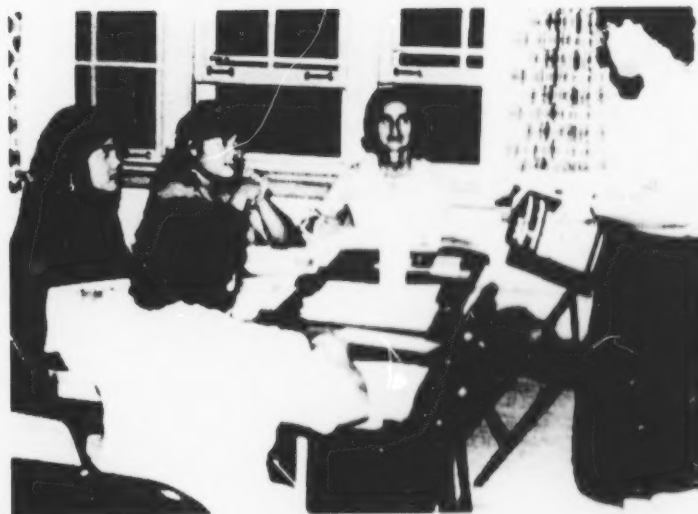


Figure 5

Funding by Purpose

Staff Development
4.57% (\$1,145,018)

Child Care
2.39% (\$599,900)

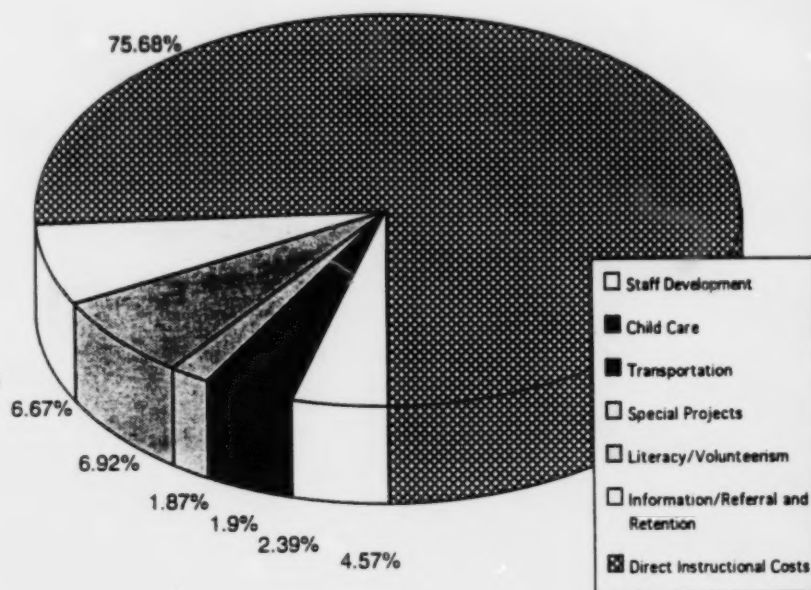
Transportation
1.9% (\$474,270)

Special Projects
1.87% (\$471,327)

Literacy/Volunteerism
6.92% (\$1,734,753)

Information/Referral and Retention
6.67% (\$1,670,629)

Direct Instructional Costs
75.68% (\$18,979,891)



Auxiliary Services

Staff Development

Federal requirements mandate a minimum expenditure of ten percent of federal funds for staff development. Local districts submit staff development plans for each local program's staff development effort. A network of adult education service centers has been established to partially meet that requirement. The Northern Area Service Center serves Regions I and II; the Central Area Service Center serves Regions III and IV; and the Southern Area Service Center serves Region V. An ESL Service Center also serves needs statewide. These centers provide resource materials and conduct meetings, conferences, and workshops to address the professional development needs of adult educators in Illinois.



Child Care

Child care is available through thirty-seven adult education programs in a number of ways. Some programs have a child care center within the building. Other means of providing for child care include purchasing slots in an existing child care facility and reimbursing licensed sitters in their homes. Each center meets the Department of Children and Family Services guidelines.

Adult education programs usually have other sources of funds, which when combined, provide for a more comprehensive program with more support services for the adult student. Some examples of other funding sources include United Way, Even Start, Project Chance, Early Childhood, Job Training Partnership Act, English Literacy, and SLIAG.

An important goal of this support service is to reach the child early enough to break the continuing cycle of intergenerational illiteracy and to foster the concept of the importance of education. Child care programs served 1,923 children at a cost of \$599,900. A listing of the local programs where child care is available follows:

Special Projects

- Five County Regional Adult Education Program
- Parkland College
- Highland Community College
- Evanston Township High School
- Elgin Community College
- Lewis & Clark Community College
- McLean/DeWitt Regional Office of Education
- Danville Area Community College
- Carl Sandburg College
- Peoria Adult Education Center
- Spoon River College
- Quincy School District 172
- Prairie State College
- South Suburban College
- Moraine Valley Community College
- Waubesa Community College
- Kishwaukee College
- Jacksonville Adult Education
- Sterling/Rock Falls Adult Education
- Mattoon Area Adult Education Center
- McHenry County College
- Lincoln Land Community College
- Black Hawk College
- Chicago Public Schools
- Morton College
- Elgin YWCA
- District 214 Community Education—Arlington Heights
- Lawrence Adult Center—Springfield
- Kankakee Community College
- Venice Lincoln Technical Center
- Richland Community College
- Lake Land College
- John Wood Community College
- Illinois Eastern/Frontier Community College
- Shawnee Community College
- Belleville Area College

Illinois includes special demonstration projects and teacher training in the ten percent of the Federal allotment that must be spent for those purposes.

Funds are also set aside for special demonstration projects: locally initiated competitive proposals in curriculum development, special support services, or other innovative practices that may be replicated by other programs in the State and/or nationally. Family literacy, ESL writing curriculum, secondary completion modules, and other innovative projects linked to early childhood at-risk programs are particularly encouraged.

The results of each project are included in the annual report to the U.S. Department of Education. The Curriculum Publications Clearinghouse of Western Illinois University disseminates results, as appropriate, to be adopted or adapted by other programs to their specific needs.

Two initiatives promise improved services: a statewide multimedia adult education marketing project conducted by Southern Illinois University-Carbondale, Department of Television and Radio and a computer-assisted assessment, prescription, and curriculum project by Southeastern Illinois Community College.

Transportation

Transportation is available through forty-four adult education programs. Some programs purchase or lease buses and develop a bus route. Others purchase bus passes or tokens and issue them to the students. When necessary, mileage can be reimbursed. Car pools are organized in some centers to assist students. Transportation is also provided for children who come to the child care centers that are housed in adult education programs. Programs again employ creative financing by combining other sources of funds to provide transportation.

A total of 2,526 students used transportation resources awarded to local programs for this purpose. This service was funded at a cost of \$474,270. A listing of local programs where transportation is available follows:

- Five County Regional Adult Education Program
- Elgin School District Unit 46
- Parkland College
- Highland Community College
- Regional Office of Education—Monmouth
- Elgin Community College
- Lewis & Clark Community College

- McLean/DeWitt Regional Office of Education
- Danville Area Community College
- Carl Sandburg College
- Peoria Adult Education Center
- Spoon River College
- Quincy School District 172
- Prairie State College
- South Suburban College
- Moraine Valley Community College
- Waubensee Community College
- John A. Logan College
- Kishwaukee College
- Jacksonville Adult Education
- Sterling/Rock Falls Adult Education
- Mattoon Area Adult Education Center
- Peoria Regional Office of Education
- McHenry County College
- Black Hawk College
- Illinois Central College
- Morton College
- District 214 Community Education—Arlington Heights
- Joliet Township High School Adult Education
- St. Clair County Regional Office of Education
- District 7 Alternative High School—Edwardsville
- Urbana Adult Education
- Macon County Regional Office of Education
- Lawrence Adult Center—Springfield
- Kankakee Community College
- Carbondale Community High School
- Venice Lincoln Technical Center

- Illinois Valley Community College
- Richland Community College
- Lake Land College
- Macoupin County Alternative School
- John Wood Community College
- Illinois Eastern/Frontier Community College
- Belleville Area College

Information, Referral, and Retention

Through the Public Assistance Program grants, funds are available to local programs to recruit and retain public aid recipients into adult education classes. In Fiscal Year 1991, fifty-seven projects were funded at a total of \$1,670,629. These projects were responsible for contacting 133,444 individuals, enrolling 22,283 students, and assisting 1,263 individuals in attaining a GED certificate.

Recognizing the importance of education and training in reducing dependency and reaffirming a twenty-five-year coordination effort, the local offices of the Illinois Department of Public Aid directly referred 4,621 clients to Adult Education programs. Once clients are enrolled in Adult Basic Education, GED, vocational, high school credit, ESL or job skills classes, the objective of local project personnel is to form a partnership with the client to remove barriers to successful program completion and retain the client in programming until his/her educational goal is reached.

The Illinois State Board of Education is participating in the Job Opportunities and Basic Skills (JOBS) Training Program for recipients of Aid to Families with Dependent Children (AFDC) established under the Family Support Act of 1988 (P.L. 100-485). The Family Support Act embodies a new consensus that the well-being of children depends not only on meeting their material needs, but also on the parent's ability to become economically self-sufficient. The Statute assumes that self-sufficiency and family responsibility are necessary and achievable goals and makes education, training and child care available to allow individuals to achieve their goals.

The Act targets federal support toward AFDC clients who have traditionally been the most difficult to serve: young parents under age twenty-four, those on assistance thirty-six of the preceding fifty months, and young adults under the age of twenty.

As a result of full implementation of the volunteer JOBS Program in cooperation with the Department of Public Aid, the local educational agencies were serving seven percent fewer clients than in the previous fiscal year. With little additional funding and an increased demand for services, the local educational programs have increased the hours and variety of activities offered to clients.

We believe that controlled declines in enrollment will allow the local programs to target families and young adults in economic crisis with improved planning, supportive services, and activities to help toward reaching their goals and self-sufficiency. This belief is supported by figures from the Department of Public Aid indicating that at the completion of Fiscal 1991, 1,715 had been removed from the roles of Public Aid in Illinois or experienced a grant reduction as a direct result of their having been enrolled in an Adult Education Program. This translates into a direct cost savings to the state of \$6,968,112.

Literacy Project Initiatives

The Goal and Purpose

This program is designed to implement and develop local-level literacy training activities which will be incorporated into the existing Adult Basic Education delivery system. Specifically, it will provide for the recruitment, training, and effective use of volunteers to supplement the instruction of illiterate or functionally illiterate adults, sixteen years old and older, who are not enrolled in school. These activities will be coordinated with community agencies such as Literacy Volunteers of America, Laubach, community-based organizations, regional and local library systems, and others.

State Literacy Council

On May 18, 1984, the Governor announced the formation of the Illinois Literacy Council with the Secretary of State acting as chairperson and the State Superintendent of Education having a seat on the council. The number of members on the council has grown from thirty-six members in 1990 to forty-eight members in 1991.

Since the formation of the Illinois Literacy Council, staff of the Illinois State Board of Education have worked closely with the council and also with the Secretary of State's Literacy Office in a joint effort to use available resources to develop maximum efforts at the local level. The Secretary of State's Literacy Office has developed parallel and coordinated literacy/volunteerism programming. Both agencies have been actively involved in the joint development of these systems to ensure maximum utilization of resources and minimum duplication of effort.

Volunteer Literacy

The volunteer literacy system for adult learners is a network of cooperating agencies collaborating at the state and local levels. In 1991, this system consisted of fifty-one projects funded by the Illinois State Board of Education and ninety-nine projects funded by the Secretary of State's Literacy Office. These projects were conducted by public schools, community colleges, community-based organizations, local and regional libraries, and private groups. Staff included several hundred literacy/volunteer coordinators, trainers, and support personnel who recruited, trained, and placed volunteers with adults who had limited reading skills. Volunteers worked in the following teaching situations: one to one, aide to an Adult Basic Education teacher in a classroom, or one to a small group.

The Partnerships for Literacy Conference VIII was held in Chicago on February 6-8, 1991. Over six-hundred literacy providers and administrators attended this program of workshops, seminars, and demonstrations.

Family Literacy

Family literacy has grown from twenty programs in 1990 to thirty-four programs in 1991. The activities were established to encourage parents to read to and with their children. A major thrust of these activities is to reach nonreading parents and provide them basic education in a way which is nonthreatening to them in their family life and parental roles.

Workplace Literacy

With workplace literacy as an Illinois priority, there were twenty-two programs funded in 1991. Literacy coordinators for the programs established classes at the worksite in fifty-nine businesses and served over sixteen hundred students with workplace literacy/basic skills services.

English Literacy

An English literacy program was initiated to provide English as a Second Language (ESL) training for adults of all nationalities. A contract was awarded to the Elgin YWCA, a community-based organization, to provide these services. Day classes with six ability levels were offered for three and one-half hours, four days a week. Evening classes were available three evenings a week. Citizenship classes were offered in the evening for three hours for limited-English-proficient adults preparing to take the U.S. Citizenship test. All classes were conducted by certified teachers in self-contained classrooms. Class size was maintained at a maximum of twenty-five students with an average attendance of eighteen to twenty students. Trained volunteer

literacy tutors provided supplemental one-to-one, small group, and in-class tutoring.

The classes were held in a location near low-income housing and were accessible by public transportation. Facilities were available for support services, including child care, preschool ESL, volunteer tutoring, and other services provided with alternative funding sources.

All English Literacy teachers attended a minimum of three local staff development activities and two state-sponsored workshops or conferences. Appropriate instructional materials and teaching aids were provided for students and staff. A total of 329 students were served through this program.

Program Approval Process

In compliance with Public Act 82-998, an area plan must be submitted to the Illinois State Board of Education on or before March 1 of each year. If, in consultation with the Illinois Community College Board, the plan is approved, all providers listed in the area plan may submit an application for funds. Each application is evaluated based on the extent to which the eligible applicant

- ♦ reflects the services agreed to in the area plan;
 - ♦ represents the ability and willingness to provide needed services;
 - ♦ reflects the significant/unique characteristics of the program;
 - ♦ provides a staff development plan that emphasizes local and service-center activities.
-
- ♦ relates the service proposed in the application to the area plan;
 - ♦ cooperates with other educational, service, public and/or private organizations within the communities to be served;
 - ♦ justifies the request for funds;
 - ♦ proposes to serve the target populations listed: the least educated, most in need, or other populations as identified in the area plan;
 - ♦ offers appropriate support services, life skills, and employability skills;
 - ♦ proposes to provide outreach facilities as indicated in the area plan;

Impact



Lifelong learning is essential for individuals in a rapidly changing technological society. Adult education provides the opportunity for adults to obtain the skills which will enable them to enter or reenter the labor market. It is intended for individuals who desire to change their careers, employees who need to update their knowledge and skills, and those who want to improve their job status. Many disadvantaged and limited-English-speaking individuals and racial and ethnic minorities are jobless and isolated from the mainstream of society. Adult education provides opportunities for them to acquire the basic skills necessary to become contributing members of their communities. Adult education also provides basic education and parenting skills for those who want to improve their children's readiness for or performance in school.

Adult education is based upon the improvement of the educational, social, and economic climate of the nation and the lives of individuals living within it. To this end, the following results show the impact of the state's adult education program.

- ◆ According to the most recent data from the Illinois Department of Public Aid, at least 1,715 public aid grants were reduced or eliminated as a direct result of participation in an adult education program.
- ◆ For FY 1991, the monthly grant reductions or removals totaled \$580,676. The yearly projected direct savings to the State of Illinois because of reduced welfare grant costs equal \$6,968,112. These savings do not include costs of a medical card and/or food stamps, nor the additional tax revenue generated because of employment.
- ◆ Of the students served, 36,955 were Adult Basic Education students.
- ◆ A total of 5,079 people were employed due to their participation in adult education programs. Projecting the income of these individuals at a minimum wage of \$3.80 an hour, these people earned \$40,144,416 annually.

- ◆ Because of skills gained as a result of program participation, 1,017 persons were promoted in their existing jobs. Based upon a minimum of twenty cents per hour increase, the increased wages to these individuals amounted to \$423,072 per year.
- ◆ Revenue returned to the state in the form of taxes paid by persons employed and/or promoted and savings realized due to removal of persons from the welfare rolls amounted to an estimated minimum of \$15,081,609.
- ◆ Other returns from new and increased earnings by present and former students included increased buying power which, in turn, stimulated the local, state, and national economies.
- ◆ Due to their participation in adult education ESL classes, 101 people became U.S. citizens.
- ◆ In addition to those finding employment, 1,234 persons enrolled in advanced education/training programs to enhance their qualifications and skills for employment.
- ◆ Of people enrolled in classes 70,891 were unemployed.
- ◆ This year 82,428 students completed the level at which they entered the program.
- ◆ A total of 47,485 limited-English-proficient students utilized adult education programs. This comprises 42.5% of the total population.
- ◆ Of people who took high school credit classes, 1,149 received high school diplomas.

The impact of adult education programs on the personal lives of adult education students and their families cannot be calculated; however, the observations of eighty-five school districts and community colleges support the contention that the personal and family impact is of even greater benefit to the state than the fiscal impact described above and will have a significant effect upon the public dependency cycle in which many citizens find themselves.

A parent or other significant adult in the home is a child's first teacher. Research has shown that the level of academic achievement reached

by the adult caregiver will have a significant impact on the educational achievement of the child. This role of teacher and its inherent responsibilities can put low-literate parents and their children at a significant disadvantage. Indeed, it is widely believed that a "cycle of illiteracy" is being perpetuated by a continuous lack of academic achievement generation after generation.

To assist in breaking this cycle, researchers and program providers are focusing on interactive educational services for parents and children. This concept, that parents and children will learn better together, is the essence of adult education.

If promoted and advanced, adult education has the potential to change the lives of some of the 2.5 million Illinois adults and the children in their care in need of reading, writing, math, problem solving, and communication skills. Not only does this ensure an educated populace for Illinois today, but it offers us the promise of a more literate Illinois for many generations to come.

Cost-Effectiveness

	Persons Affected	Income Earned	Savings to State
Public Assistance			
Number of adult education learners removed or reduced from dependency on assistance in FY 1991:	1,715		
Actual savings in Public Aid Grants annually:			\$6,968,112*
Employment			
Number of adult education learners who became employed as a result of adult education:	5,079		
Projected income earned by adults who became employed (Number of adults receiving jobs as a direct or indirect result of attending adult education classes multiplied by the minimum hourly wage of \$3.80 times 40 hours times 52 weeks):		\$40,144,416	
Job Promotion			
Number of adults promoted as a result of adult education:	1,017		
Projected additional income earned by adults who were promoted as a result of adult education. (Number of adults receiving a promotion multiplied by \$.20 per hour times 40 hours times 52 weeks):		\$423,072	
Increased Revenue			
From the projected total earnings of those employed plus the projected additional money earned through promotion (\$40,144,416 + \$423,072 = \$40,567,488), the dollar estimate of the amount of combined local, state, and federal taxes (20% rate estimated) returned to the government:			\$8,113,497
Total Savings to the State:			\$15,081,609

*As verified by the Illinois Department of Public Aid, an actual computed savings of \$580,676 per month x 12 months.

Issues and Recommendations

The primary goal of adult education in the state of Illinois relates directly to Goal 5 of the National Education Goals: "By the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship."

If adult education is to make significant progress towards achieving this goal in Illinois, a greater commitment of resources will be needed. More than two million adults in Illinois lack a high school diploma. Resources are available to serve slightly over one-hundred thousand each year. At the same time, the quality of instruction needs to be improved along with better measurement of learning outcomes. In addressing these issues in the coming year, the state will need to identify "indicators of program quality" as required in the National Literacy Act of 1991.

Adult Education continues to make progress in meeting its goal to provide services to minority populations. Over sixty-two percent of all students served in FY 1991 were minorities. In addition, we continue to experience significant

increases in services for the young adult sixteen to twenty-four years of age. This young adult population has grown from 39% of all students served in FY 1990 to 42.3% in FY 1991. Efforts to serve the educationally disadvantaged need to expand to include greater concern for transitioning students into more advanced education and training.

Acknowledging that parents are the child's first teacher, adult education has made a concerted effort to increase the number of family literacy projects. Local adult education programs coordinate with pre-K or Headstart programs to provide instruction for both parents and children in a reciprocal learning environment. These family literacy projects have expanded from twenty in FY 1990 to thirty-four in FY 1991. Our goal to further expand family literacy projects relates to Goal 1 of the National Education Goals: "By the year 2000, all children in America will start school ready to learn."

Several state agencies have agreed to participate in the state literacy survey as part of the National Adult Literacy Survey funded by the U.S. Department of Education. Each agency has made

a commitment of staff time and resources to help the state identify the level of literacy among the adult population in Illinois. This coordinated effort includes the State Board of Education, Department of Public Aid, Secretary of State's Literacy Office, Department of Commerce and Community Affairs, Illinois Community College Board, Department of Rehabilitation Services, Department on Aging, Department of Public Health, Department of Employment Security, and the Illinois Occupational Information Coordinating Committee. This level of cooperation and coordination needs to be further expanded and enhanced in other areas of common interest such as student assessment and employability planning.

The lack of comparability in data on adult education among public school, community college, and private non-profit providers has resulted in inadequate and misleading information. Efforts to improve the collection of necessary data for more appropriate decision making is critical. Related to the issue of data is the continuing need to develop a more appropriate funding structure for adult

education. Such a structure should incorporate the goals of adequacy, equity, stability, predictability, and accountability.

State Adult Education Act

The State Adult Education Act, Public Act 82-998, contains the following requirement:

On or before March 1, 1983, and each year thereafter, the State Board of Education shall submit an annual report to the Governor and the General Assembly for Adult Education for the preceding school year. The annual report shall include a summary of adult education needs and programs: the number of students, credit hours, and units of instruction; total adult education costs; state reimbursement for adult basic, adult secondary, and vocational skills programs; the criteria used for program approval; and any recommendations.

This, the tenth Adult Education Annual Report, serves to fulfill that requirement.



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Printed by the University of the State of Illinois • February 1992 • 03M

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